# House of Representatives



General Assembly

File No. 125

February Session, 2008

House Bill No. 5802

House of Representatives, March 20, 2008

The Committee on Public Safety and Security reported through REP. DARGAN of the 115th Dist., Chairperson of the Committee on the part of the House, that the bill ought to pass.

#### AN ACT CONCERNING THE STATE FIRE PREVENTION CODE.

Be it enacted by the Senate and House of Representatives in General Assembly convened:

- 1 Section 1. Section 29-291a of the 2008 supplement to the general
- 2 statutes is repealed and the following is substituted in lieu thereof
- 3 (Effective October 1, 2008):
- 4 (a) The State Fire Marshal, in coordination with the advisory
  - committee established under subsection (b) of this section, shall adopt
- 6 and administer a [state] State Fire Prevention Code based on a
- 7 nationally recognized fire prevention code. Said code shall be used to
- 8 enhance the enforcement capabilities of local fire marshals and for the
- 9 purposes of prevention of fire and other related emergencies. Said
- 10 code shall be adopted not later than October 1, 2008, and shall be
- 11 revised thereafter as deemed necessary to incorporate any subsequent
- revisions to the code not later than eighteen months following the date
- 13 of first publication of such revisions.
- 14 (b) There is established an advisory committee consisting of nine

15 persons appointed by the State Fire Marshal. The State Fire Marshal

- 16 shall appoint two members selected from a list of individuals
- 17 submitted by the Codes and Standards Committee from the
- 18 membership of said committee and seven members representing local
- 19 fire marshals, deputy fire marshals and fire inspectors selected from a
- 20 list of individuals submitted by the Connecticut Fire Marshals
- 21 Association.
- 22 (c) The State Fire Marshal may issue official interpretations of the
- 23 State Fire Prevention Code, including interpretations of the
- 24 applicability of any provision of the code, upon the request of any
- 25 person. The State Fire Marshal shall compile and index each
- 26 <u>interpretation and shall publish such interpretations at periodic</u>
- 27 <u>intervals not exceeding four months.</u>
- Sec. 2. Section 29-305 of the 2008 supplement to the general statutes
- 29 is repealed and the following is substituted in lieu thereof (Effective
- 30 *October* 1, 2008):
- 31 (a) Each local fire marshal and the State Fire Marshal, for the
- 32 purpose of satisfying themselves that all pertinent statutes and
- 33 regulations are complied with, may inspect in the interests of public
- safety all buildings, [and] facilities, [of public service, all buildings and
- 35 facilities used for manufacturing and all occupancies] processes,
- 36 <u>equipment, systems and other areas</u> regulated by the <u>State</u> Fire Safety
- 37 Code and the State Fire Prevention Code within their respective
- 38 jurisdictions.
- 39 (b) Each local fire marshal shall inspect or cause to be inspected, at
- 40 least once each calendar year or as often as prescribed by the State Fire
- 41 Marshal pursuant to subsection [(b)] (e) of this section, in the interests
- 42 of public safety, all buildings and facilities of public service and all
- occupancies regulated by the <u>State</u> Fire Safety Code within the local
- 44 fire marshal's jurisdiction, except residential buildings designed to be
- 45 occupied by one or two families which shall be inspected, upon
- 46 complaint or request of an owner or occupant, only for the purpose of
- determining whether the requirements specified in said [code] codes

48 relative to smoke detection and warning equipment have been 49 satisfied.

- (c) Upon receipt by the State Fire Marshal of information from an authentic source that any other building or facility within the State Fire Marshal's jurisdiction is hazardous to life safety from fire, the State Fire Marshal shall inspect such building or facility.
  - (d) Upon receipt by the local fire marshal of information from an authentic source that any other building or facility within the local fire marshal's jurisdiction is hazardous to life safety from fire, the local fire marshal shall inspect such building or facility. In each case in which the local fire marshal conducts an inspection, the local fire marshal shall be satisfied that all pertinent statutes and regulations are complied with, and shall keep a record of such investigations. Such local fire marshal or a designee shall have the right of entry at all reasonable hours into or upon any premises within the local fire marshal's jurisdiction for the performance of the fire marshal's duties except that occupied dwellings and habitations, exclusive of common use passageways and rooms in tenement houses, hotels and rooming houses, may only be entered for inspections between the hours of 9:00 a.m. and 5:00 p.m., except in the event of any emergency requiring immediate attention for safety to life, or in the interests of public safety. Each local fire marshal shall make a monthly report to the authority which appointed the local fire marshal and shall be paid for his or her services in making such inspections of buildings [and] facilities, processes, equipment, systems and other areas the compensation agreed upon with such appointing authority.
  - [(b)] (e) The State Fire Marshal may adopt amendments to the State Fire Safety Code and the State Fire Prevention Code regarding requirements for the frequency of inspections of different building uses regulated by the [code] codes and set forth a schedule of inspections, except for inspections of residential buildings designed to be occupied by three or more families, that are less frequent than yearly if the interests of public safety can be met by less frequent

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Sec. 3. Section 29-306 of the general statutes is repealed and the following is substituted in lieu thereof (*Effective October 1, 2008*):

(a) When the local fire marshal ascertains that there exists in any building, or upon any premises, (1) combustible or explosive matter, dangerous accumulation of rubbish or any flammable material especially liable to fire, [which] that is so situated as to endanger life or property, [or finds] (2) obstructions or conditions that present a fire hazard to the occupants or interfere with their egress in case of fire, or (3) a condition in violation of the statutes relating to fire prevention or safety, or any regulation made pursuant thereto, the remedy of which requires construction or a change in structure, the local fire marshal shall order such materials to be immediately removed or the conditions remedied by the owner or occupant of such building or premises. [, and all] Any such removal or remedy [construction and changes] shall be in conformance with all building codes, ordinances, rules and regulations of the municipality involved. [and such owner or occupant shall be subject to the penalties prescribed by section 29-295 and, in addition thereto, may suffer a penalty of fifty dollars a day for each day of neglect for each violation, to be recovered in a proper action in the name of the state.] Any person, firm or corporation which violates any provision of this subsection shall be fined not more than one hundred dollars or be imprisoned not more than three months, or both, and, in addition, may be fined fifty dollars a day for each day's continuance of each violation, to be recovered in a proper action in the name of the state.

(b) Upon failure of an owner or occupant to abate [such] <u>a</u> hazard or remedy [such] <u>a</u> condition <u>pursuant to subsection</u> (a) of this section within a reasonable period of time as specified by the local fire marshal, such local fire marshal shall promptly notify in writing the prosecuting attorney having jurisdiction in the municipality in which such hazard exists of all the facts pertaining thereto, and such official shall promptly take such action as the facts may require, and a copy of

114 such notification shall be forwarded promptly to the State Fire 115 Marshal. The local fire marshal may request the chief executive officer 116 or any official of the municipality authorized to institute actions on 117 behalf of the municipality in which the hazard exists, or the State Fire 118 Marshal, for the purpose of closing or restricting from public service or 119 use such place or premises until such hazard has been remedied, to 120 apply to any court of equitable jurisdiction for an injunction against 121 such owner or occupant; or the State Fire Marshal, on his own 122 initiative, may apply to such court for such injunction. When such 123 hazard is found to exist upon premises supervised or licensed by a 124 state department or agency, the State Fire Marshal shall promptly 125 notify the administrator of such department or agency of his findings 126 and shall issue orders for the elimination of such hazard. [The 127 provisions of this section shall not apply to any building, structure or 128 premises used in the carrying on of manufacturing.]

(c) If the local fire marshal or a local police officer determines that there exists in a building a risk of death or injury from [overcrowding, blockage of required exiting or from the indoor use of pyrotechnics] (1) blocked, insufficient or impeded egress, (2) failure to maintain or the shutting off of any fire protection or fire warning system required by the State Fire Safety Code or State Fire Prevention Code, (3) the storage of any flammable or explosive material without a permit or in quantities in excess of any allowable limits pursuant to a permit (4) the use of any firework or pyrotechnic device without a permit, or (5) exceeding the occupancy limit established by the State Fire Marshal or a local fire marshal, such fire marshal or police officer may issue a verbal or written order to immediately vacate the building. Such fire marshal or police officer shall notify the State Fire Marshal if such marshal or officer anticipates that any of the conditions specified in subdivisions (1) to (5), inclusive, of this subsection cannot be abated in four hours or less. A violation of such order shall be subject to the penalties under section 29-295 of the 2008 supplement to the general statutes.

Sec. 4. Section 29-309 of the general statutes is repealed and the

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following is substituted in lieu thereof (*Effective October 1, 2008*):

The Codes and Standards Committee shall establish a procedure whereby any person determined to have the right to appeal may appeal a decision of the local fire marshal or State Fire Marshal relating to the enforcement of any provision of the general statutes concerning [fire prevention and safety or] the State Fire Safety Code not more than thirty days after the receipt of notice of the decision by the person aggrieved by such decision. Such procedure shall include the committee and shall be established in accordance with the provisions of chapter 54. Any person aggrieved by a decision made in accordance with such procedure may appeal therefrom to the superior court for the judicial district wherein the premises concerned are located.

Sec. 5. (NEW) (Effective October 1, 2008) The State Fire Marshal may grant variations or exemptions from, or approve equivalent or alternate compliance with, particular provisions of the State Fire Prevention Code where strict compliance with such provisions would entail practical difficulty or unnecessary hardship, or is otherwise adjudged unwarranted, provided any such variation or exemption or approved equivalent or alternate compliance shall, in the opinion of the State Fire Marshal, secure the public safety. Any application for a variation or exemption or equivalent or alternate compliance received by a local fire marshal shall be forwarded to the State Fire Marshal by first class mail not later than fifteen business days after the receipt of such application by the local fire marshal and accompanied by a letter containing the local fire marshal's comments on the merits of the application.

Sec. 6. (NEW) (Effective October 1, 2008) The State Fire Marshal shall review a decision by a local fire marshal upon the request of any person determined to have the right to appeal or when the State Fire Marshal has reason to believe that such official has misconstrued or misinterpreted any provision of the State Fire Prevention Code adopted pursuant to section 29-291a of the 2008 supplement to the general statutes. If upon review and after consultation with such

official the State Fire Marshal determines that a provision of the code has been misconstrued or misinterpreted, the State Fire Marshal shall issue an interpretation of such code and may issue any order the State Fire Marshal deems appropriate. Any such determination or order shall be in writing and sent to such local fire marshal by registered mail, return receipt requested. Any person aggrieved by a decision made by the State Fire Marshal in accordance with this section or a decision of the State Fire Marshal relating to the enforcement of the State Fire Prevention Code may appeal such decision to the superior court for the judicial district where the premises concerned are located.

Sec. 7. (NEW) (Effective October 1, 2008) (a) When the State Fire Marshal or a local fire marshal ascertains that there exists in any building, or upon any premises, a condition that violates the State Fire Prevention Code, the State Fire Marshal or local fire marshal shall order such condition remedied by the owner or occupant of such building or premises. Any such remedy shall be in conformance with all building codes, ordinances, rules and regulations of the municipality involved. Such owner or occupant shall be subject to the penalties prescribed by section (e) of this section and, in addition, may be fined fifty dollars a day for each day's continuance of each violation, to be recovered in a proper action in the name of the state.

(b) Upon failure of an owner or occupant to abate or remedy a violation pursuant to subsection (a) of this section within a reasonable period of time specified by the State Fire Marshal or the local fire marshal, the local fire marshal shall promptly notify, in writing, the prosecuting attorney having jurisdiction in the municipality in which such violation or condition exists of all of the relevant facts. The local fire marshal may request the chief executive officer, any official of the municipality authorized to institute actions on behalf of the municipality in which the hazard exists or the State Fire Marshal, to apply to any court of equitable jurisdiction for an injunction against such owner or occupant for the purpose of closing or restricting from public service or use the place or premises containing the violation or condition until the violation or condition has been remedied, or the

State Fire Marshal may apply for such an injunction without such request.

- (c) The State Fire Marshal or any local fire marshal empowered to enforce the State Fire Prevention Code may, as an alternative to issuing an order pursuant to subsection (a) of this section, give the owner or occupant a written citation for any violation of the State Fire Prevention Code. No such citation may be issued if the owner or occupant has been previously issued a citation for the same violation by the State Fire Marshal or the local fire marshal within six months prior to the current violation. Such citation shall contain the name and address, if known, of the owner or occupant, the specific offense charged and the time and place of the violation. The citation shall be signed by the State Fire Marshal or local fire marshal and shall be signed by the owner or occupant in acknowledgement that such citation has been received. The State Fire Marshal or local fire marshal shall, if practicable, deliver a copy of the citation to the owner or occupant at the time and place of the violation or shall use some other reasonable means of notification. Any person who is issued a citation for violation of any provision of the State Fire Prevention Code in accordance with this subsection shall be fined not more than two hundred fifty dollars.
- (d) If a local fire marshal issues a citation pursuant to subsection (c) of this section, the state shall remit to the municipalities in which the violations occurred ninety per cent of the proceeds of the fine and shall remit to the State Treasurer the remaining ten per cent. If the State Fire Marshal issues a citation pursuant to said subsection, the state shall remit to the State Treasurer the entire proceeds of the fine. Each clerk of the Superior Court or the Chief Court Administrator, on or before the thirtieth day of January, April, July and October in each year, shall certify to the Comptroller the amount due for the previous quarter under this subsection to each municipality served by the office of the clerk or official.
  - (e) In addition to the fine prescribed in subsection (a) of this section,

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any person who violates any provision of the State Fire Prevention Code shall be fined not less than two hundred dollars or more than one thousand dollars or be imprisoned not more than six months, or both.

This act shall take effect as follows and shall amend the following sections:				
Section 1	October 1, 2008	29-291a		
Sec. 2	October 1, 2008	29-305		
Sec. 3	<i>October 1, 2008</i>	29-306		
Sec. 4	<i>October 1, 2008</i>	29-309		
Sec. 5	<i>October 1, 2008</i>	New section		
Sec. 6	<i>October 1, 2008</i>	New section		
Sec. 7	October 1, 2008	New section		

## **PS** Joint Favorable

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The following fiscal impact statement and bill analysis are prepared for the benefit of members of the General Assembly, solely for the purpose of information, summarization, and explanation, and do not represent the intent of the General Assembly or either chamber thereof for any purpose:

#### **OFA Fiscal Note**

## State Impact:

Agency Affected	Fund-Effect	FY 09 \$	FY 10 \$
Judicial Dept.	GF - Revenue	Potential	Potential
	Gain	Minimal	Minimal
Correction, Dept.; Judicial	GF - Cost /	Potential	Potential
Department (Probation)	Savings		
Department of Public Safety-	GF - None	None	None
Office of the State Fire Marshal			

Note: GF=General Fund

## Municipal Impact:

Municipalities	Effect	FY 09 \$	FY 10 \$
All Municipalities	Revenue	Potential	Potential
-	Gain	Minimal	Minimal

## Explanation

The bill modifies processes for the interpretation, alternative compliance, and appeals pursuant to the State Fire Prevention Code, as well as permits the State Fire Marshal and local fire marshals to inspect manufacturing establishments. The State Fire Marshal and local fire marshals would be able to enforce these new provisions within the course of their normal duties, resulting in no fiscal impact to the Office of the State Fire Marshal or municipalities.

The bill permits code enforcement officials to issue a citation of up to \$250 for any violation of the State Fire Prevention Code. The bill diverts 90% of the revenues from citations issued by local fire marshals to the municipalities in which the violations occurred; the state retains the remaining 10%. If the State Fire Marshal issues a citation pursuant to the bill, then the state retains 100% of the revenue. It is anticipated that few such citations would be issued each year and consequently

the potential revenue gain to the state and municipalities is minimal.<sup>1</sup>

The bill reduces the term of imprisonment that may be imposed on any person who violates the State Fire Safety Code.<sup>2</sup> On average over the last three fiscal years, there were 23 violations disposed of under this statute, none of which resulted in conviction or the imposition of a criminal penalty. To the extent that future terms of incarceration or probation supervision are potentially reduced under this provision of the bill, the Department of Correction and Judicial Department (which administers probation) would experience savings. The bill reduces, from \$1,000 to \$100, the maximum criminal fine that may be imposed for a violation but provides for the recovery of civil penalties of \$50 per day for each day's continuance of each violation. The net effect (revenue gain or loss) of this change is uncertain, but likely to be minimal.

Lastly, the bill establishes criminal penalties for violations of the State Fire Prevention Code.<sup>3</sup> To the extent that violators are prosecuted criminally and subsequently convicted or plead guilty, the state could incur a cost associated with incarceration and/or probation supervision in the community. On average, it costs the state \$3,736 to supervise an offender on probation in the community as compared to \$44,165 to incarcerate the offender. Any revenue gain from criminal fines imposed under this provision is anticipated to be minimal.

## The Out Years

The annualized ongoing costs identified above would continue into the future subject to inflation. The annualized revenue impact would remain constant since fines are set by statute.

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 $<sup>^{\</sup>rm 1}$  The Office of Fiscal Analysis defines any fiscal impact less than \$50,000 as "minimal."

<sup>&</sup>lt;sup>2</sup> Under CGS 29-295, violators may be imprisoned for up to six months; under the bill, violators may be imprisoned for up to three months.

<sup>&</sup>lt;sup>3</sup> Punishable by a fine of up to \$1,000 and/or imprisonment for up to six months.

OLR Bill Analysis
HB 5802

#### AN ACT CONCERNING THE STATE FIRE PREVENTION CODE.

#### SUMMARY:

This bill makes several changes affecting enforcement of the state Fire Prevention Code, which existing law requires the state to adopt by October 1, 2008, and the state Fire Safety Code.

With regard to the Fire Prevention Code, the bill (1) allows the state fire marshal to issue official code interpretations; (2) establishes a code waiver process; (3) removes the state Codes and Standards Committee from the appeal process, requiring appeals of local fire marshals' decisions to be made to the state fire marshal and appeals of the state fire marshal's decisions to be made to the Superior Court; (4) allows the state fire marshal and local fire marshals to issue orders and citations to building owners and occupants to correct code violations; and (5) establishes penalties for certain violations.

The bill expands the authority of local fire officials and police officers to vacate a building for safety concerns and establishes state oversight over vacation orders in cases where an unsafe building condition cannot be corrected in four hours or less.

It allows fire code officials to inspect manufacturing establishments, which are currently exempt from the inspection requirements that apply to other buildings.

The bill makes miscellaneous minor and technical changes.

EFFECTIVE DATE: October 1, 2008

#### STATE FIRE PREVENTION CODE

## **Code Purpose**

The law requires the state to adopt a State Fire Prevention Code by October 1, 2008 to (1) enhance the enforcement capabilities of local fire marshals and (2) prevent fire and other related emergencies. (The code is separate from the State Fire Safety Code, which provides "for reasonable safety from fire, smoke, and panic therefrom" in regulated buildings.)

## **Code Interpretations**

The bill (1) allows the state fire marshal to issue official interpretations of the Fire Prevention Code, including the applicability of any code provision, upon request, and (2) requires him to compile and index interpretations and publish them at least quarterly.

## **Code Appeal Procedures**

The bill eliminates the Codes and Standards Committee's mandate to establish a Fire Prevention Code appeal process that includes the committee. Under current law, the committee must establish a process for appealing both fire safety and fire prevention code enforcement decisions made by the state fire marshal or local fire marshals.

The bill requires the state fire marshal to review local fire marshals' decisions (1) when anyone appeals or (2) when he believes the local officials misconstrued or misinterpreted the code. If after reviewing a decision and consulting with the official, he determines that the official misconstrued or misinterpreted the code, he must issue an official interpretation and may issue any appropriate order. He must make the determination or order in writing and send a copy to the local official by registered mail, return receipt requested. The bill eliminates the administrative appeal of the state fire marshal's decisions. Anyone aggrieved by his decisions may appeal to the Superior Court.

## Code Modifications and Waiver Requests

The bill allows the state fire marshal to grant requests for code exemptions, variations, or alternate or equivalent compliance where strict compliance is considered unwarranted or would entail practical

difficulty or unnecessary hardship. Any variation, exemption, or alternate compliance must secure public safety. The local fire marshal must, within 15 days after getting such requests, send them to the state fire marshal, by first class mail, along with his written comments on the merits of the request.

### FIRE PREVENTION CODE VIOLATIONS

#### Abatement Orders

When the state or a local fire marshal determines that a building condition violates the Fire Prevention Code, the bill requires the official to order the building owner or occupant to remedy the condition, in accordance with all building codes, ordinances, rules, and regulations of the municipality involved. The owner or occupant is subject to a fine of \$200 to \$1,000, imprisonment for up to six months, or both and may be fined up to \$50 per day for each day a violation continues.

If the violator does not remedy the violation in a reasonable time specified by the state or local official, the local fire official must promptly notify, in writing, the prosecuting attorney having jurisdiction in the municipality where the violation or condition exists of all the relevant facts. The state fire marshal may, acting on his own or at the local fire marshal's request, apply for a court injunction to close or restrict the place or premises from public service or use until the violation or condition is remedied. Alternatively, the local fire marshal may ask the chief executive officer or municipal official authorized to institute actions on the municipality's behalf to apply.

#### **Citations**

As an alternative to issuing violation orders, the bill allows the code enforcement officials to issue citations for up to \$250 for violations of the Fire Prevention Code. The citation must be in writing and signed by the issuing official, and it must contain the owner's or occupant's name, if known; the specific offense charged; and the time and place of the violation. The violator must also sign the citation, acknowledging receipt. The issuing official must, if practicable, deliver a copy of the

citation to the owner or occupant at the time and place of the violation, or use some other reasonable means of notification. An official may not issue a citation to a person cited for the same violation within the past six months.

The bill requires the state to remit (1) to the state treasurer all the fines from citations issued by the state fire marshal and (2) to municipalities 90% of the fine for citations issued by local officials and 10% to the state treasurer. Annually, each Superior Court clerk or the chief court administrator, on or before the 30<sup>th</sup> of January, April, July, and October must certify to the comptroller the amount due for the previous quarter to each municipality served by the office of the clerk or official.

#### **UNSAFE BUILDING ORDERS**

## Correction Orders for Unsafe Buildings

By law, when a local fire marshal ascertains that any premises or building (1) contains combustible or explosive matter, dangerous accumulation of rubbish, or flammable material endangering life or property; (2) obstructions or conditions that present a fire hazard to the occupants or interfere with exiting in case of fire; or (3) a condition violating the fire safety or prevention, the official must order that the conditions be corrected. Under current law, the building owner or occupant is subject to a fine of up to \$200 to \$1,000, imprisonment for up to six months, or both for these unsafe conditions. The bill reduces the base penalty to a maximum of \$100, imprisonment for up to three months or both, but it also allows the imposition of a \$50 per day fine for each day of a continuing violation.

## Vacation Orders for Unsafe Buildings

The bill expands the authority of local fire officials and police officers to order that a building be vacated because it poses a risk of injury or death. Currently they may do this if (1) the building is overcrowded, (2) the exits are blocked, or (3) pyrotechnics are being used indoors. The bill adds (1) insufficient or impeded exits, (2) storage of flammable or explosive material without a permit, or (3) shutting off

or failing to maintain any fire protection or warning system required by the fire safety or prevention codes. With regard to pyrotechnics, the bill allows the officials to vacate the building when pyrotechnics are being used without a permit, whether indoors or outdoors. The bill requires the local officials to notify the state fire marshal if they anticipate that any of the above conditions cannot be abated in four hours or less. By law, a violation of the order carries a fine of \$200 to \$1,000, imprisonment for up to six months, or both.

## MANUFACTURING ESTABLISHMENTS AND BUILDING INSPECTIONS

Under current law, local fire marshals may inspect buildings regulated by the State Fire Safety Code to abate dangerous conditions and (1) order building owners or occupants to correct the violations or (2) seek a court injunction to close or restrict use of the building or facility. Current law exempts manufacturing facilities from the building officials' inspection authority. The bill extends the building officials' authority to these facilities.

#### MISCELLANEOUS CHANGES AFFECTING BUILDING INSPECTION

Current law allows local fire marshals and the state fire marshal to enter and inspect certain buildings within their jurisdictions in the interest of public safety and to ensure compliance with laws and regulations. The authority applies to buildings and "facilities of public service," manufacturing facilities, and occupancies regulated by the State Fire Safety Code. The bill extends their authority to all buildings, processes, equipment systems, and other areas regulated by both the fire safety and fire prevention codes, thereby reflecting current practice. It also requires local fire marshals to inspect any other building within their jurisdictions on an authentic report that the building poses a life safety hazard from fire. The state fire marshal has this authority, with respect to his jurisdiction.

#### COMMITTEE ACTION

Public Safety and Security Committee

Joint Favorable

Yea 21 Nay 1 (03/06/2008)